

ANALYSIS OF THE EFFECT OF GOVERNMENT SPENDING, QUALITY OF HUMAN RESOURCES ON POVERTY LEVEL IN PAPUA

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Abstract

This study aims to determine the effect of government spending on poverty with the quality of human resources as a mediating variable in Papua. The overall data used in this study is secondary data by taking socio-economic conditions in 29 districts / cities in Papua province. This study uses quantitative analysis, namely to determine the effect of education government spending and the effect of health government spending on economic growth and poverty levels in Papua Province during the 2017-2021 period. The results of this study indicate that government spending has a significant effect on the poverty rate in Papua Province which is mediated by the quality of human resources.

Keywords.: Government Expenditure, Special Autonomy Fund, Poverty Level

1. INTRODUCTION

Poverty is one of the socioeconomic problems faced by almost all countries in the world, even by developed countries. Therefore, poverty reduction efforts are at the core of development issues and are the main objective of any development policy. Poverty is associated with the ability to perform a function in society, namely that poverty arises when people do not have key capabilities, do not have income, or get adequate education, have poor health conditions, feel insecure, have low self-confidence, or a feeling of helplessness or lack of rights such as freedom of speech Amartya Sen (Haughton and Khandker 2009).

Papua Province is still the province with the largest percentage of poor people in Indonesia. The Central Bureau of Statistics (BPS) recorded that the poverty rate in Papua reached 27.38 percent with a population of 4,303,707 people spread across 29 districts/cities while the number of poor people was 944.49 thousand people or 21.9%. Overcoming this poverty problem is one of the main objectives of economic development. The term poverty arises when a person or group of people cannot meet the needs of life such as primary and secondary needs and the lack of income earned so that it is far from the word prosperous or prosperous. It is due to the low quality of human development that government spending is needed in the education, health, and infrastructure sectors. If a person has a high level of education then that person has high knowledge and skills as well. And the need for government spending in the health sector through adequate health services.

The Special Autonomy Fund (Otsus) granted to Papua and West Papua Provinces reflects the central government's deep concern for these two regions to improve the welfare of local

communities and support sustainable development. The special autonomy funds, which amount to 2 percent of the National General Allocation Fund ceiling, are given with the main purpose of strengthening vital sectors such as education, health, and the community economy. This is a tangible manifestation of the recognition of the special rights of Papua and West Papua Provinces to manage their affairs based on local aspirations and the basic needs of the Papuan people.

Papua's special autonomy fund was first enacted in 2002, based on Law No. 21/2001 on Special Autonomy for Papua Province, which provided the legal framework for the management and use of the fund. Meanwhile, West Papua followed in 2008 with the legal basis of Law No. 35/2008 which amended the provisions of the Papua Special Autonomy Law into a separate law. The implementation period of these special autonomy funds, which runs until 2021 for both Papua and West Papua, demonstrates the government's long-term commitment to facilitating sustainable and inclusive development in both provinces.

The special autonomy fund is expected to create significant positive changes in increasing access to quality education, improving public health services, and improving overall economic living standards. In addition, the management of these funds is also expected to strengthen regional autonomy and strengthen the capacity of local governments to manage public interests effectively and transparently by democratic principles. Thus, the Special Autonomy Fund for Papua and West Papua is not only a financial policy instrument but also a real commitment to realizing sustainable and equitable development throughout Indonesia.

Papua is given special rights by the central government in the form of Special Autonomy based on Law Number 21 of 2001 concerning Special Autonomy for Papua Province and Law Number 2 of 2021 concerning the Second Amendment to Law Number 21 of 2001 concerning Special Autonomy for Papua Province. The role of Special Autonomy in Papua, aims to accelerate the improvement of the welfare of the indigenous Papuan people, thereby accelerating the reduction of poverty and catching up with development in Papua Province compared to other provinces in Indonesia. The benefits of the 2001 Special Autonomy Law open up space and opportunities for local governments to elaborate on implementing regulations in the form of *Perdasi* (provincial regulations) and *perdus* (special regional regulations) which stipulate the basic rights of indigenous Papuans where development must refer to basic rights.

Although the special autonomy fund has been running for twenty years and there has been an increase every year, it is still inversely proportional to the human development index (HDI) which is lower than the national HDI average. Based on data (BPS Papua 2021), the HDI of Papua Province in 2021 was 60.62, while the national HDI was 72.29. In line with the low HDI, the poverty rate in Papua is still categorized as the highest in Indonesia (Jayani, 2021).

From year to year, there are fluctuations in Papua provincial government expenditure, along with the level of need to support regional development programs and activities. In the last five years (2017-2021), the amount of Papua provincial government expenditure is (IDR 13.9 Trillion, IDR 13.5 Trillion, IDR 15.1 Trillion, IDR 14.6 Trillion, and IDR 14.7 Trillion). Meanwhile, the special autonomy funds received by Papua province are (Rp5.6 Trillion, Rp5.5 Trillion, Rp5.8 Trillion, and Rp5.2 Trillion).

When viewed from the budget channeled by the central government to the Papua province through the allocation of local government spending reflected in the APBD, and special rights through special autonomy funds, it is hoped that it will have a positive impact on human development in Papua to reduce the high poverty rate, but until now the problem of poverty in Papua has not been able to be resolved by the government, in this case the Papua provincial government.

2. LITERATURE REVIEW

Overcoming this poverty problem is one of the main objectives of economic development. The term poverty arises when a person or group of people cannot meet the needs of life such as primary and secondary needs and the lack of income earned so that it is far from being prosperous or prosperous. Poverty is the inability of society to provide sufficient income to meet basic needs such as food, shelter, clothing, transportation, and education (Asare et.al, 2020). Poverty is seen in terms of a broad perspective, namely low income, unavailability of access to knowledge, resources, social services, and adequate health, as well as competition in terms of development and inability to meet basic needs. These elements can lead to low community welfare resulting in poverty (Gemmel, 1992) (Sen, 2000). Therefore, poverty reduction is at the core of the development problem and is the main objective of any development policy (Todaro, Smith, 2011).

Human development is needed to improve the quality of human resources to increase knowledge, skills, and productivity. According to the concept, human development is an effort to expand the opportunities of the population to achieve a decent life by increasing basic capacity (productivity) and purchasing power. Human capital can thus be considered one of the most important factors in economic growth (Schultz, 1961; Backer, 1964; Lucas, 1988; Romer 1999; Barro, 2001). Human capital is the knowledge, competencies, attitudes, health, and traits possessed by human beings. Education and training can add value to a person (Rastogi, 2002). This can be explained by the higher a person's education or the more training they have, the higher their abilities and skills. Meanwhile, health is a field that is interrelated with education. High education without a healthy body will not increase productivity. A high level of education can also affect a person's level of health awareness and quality of life. To measure the quality of human life, the Human Development Index (HDI) is used. The Human Development Index (HDI) is a measure of a country's socio-economic development achievements, combining achievements in education, health, and adjusted real income per capita (Todaro and Smith, 2011).

Government expenditure is part of fiscal policy (Sukirno, 2000), which is a government action to regulate the course of the economy by determining the amount of government revenue and expenditure each year, which is reflected in the State Budget (APBN) document for the national and Regional Budget (APBD) for the region or region. The purpose of this fiscal policy is to stabilize prices, and output levels, as well as employment opportunities, and spur or encourage economic growth. According to Keynes' opinion in Sukirno (2000), the role of government intervention is still very necessary, namely if the economy is fully regulated by activities in the free market, not only the economy does not always reach the level of full employment

opportunities but also the stability of economic activity cannot be realized. Barro and Sala-I-Martin (2004) introduced an endogenous model that emphasizes the importance of fiscal policy to promote economic growth, which ultimately leads to poverty. Klasen (2000) argues that government spending is an indirect effort to realize pro-poverty growth. Through public spending in the form of the provision of social services such as education and health, it will be able to improve the standard of living of the poor. Government spending is used to finance important public sectors that support improving the welfare of the community, including being a government priority in achieving the development of the quality of human resources what is reflected in the human development index is investment in the education sector and the health sector, which is expected to affect improving the quality of human resources and can reduce poverty (David and Nasri, 2015). Education and health are fundamental development goals. Health is welfare and education is mandatory in achieving a decent and valuable life, in this case, either education or health, both are very important in shaping broader human capabilities and are at the core of the meaning of development (Todaro, 2003).

- H1: Government expenditure on education affects poverty both directly and indirectly through the quality of human resources in Papua Province;
- H2: Government expenditure on health affects poverty both directly and indirectly through the quality of human resources in Papua Province;
- H3: Government spending on Special Autonomy funds affects Poverty both directly and indirectly through the quality of human resources in Papua Province;

3. RESEARCH METHODS

The type of data used for this research analysis is secondary data in the form of panel data (pooled data) between cross section and time series simultaneously. For cross-section data, this study uses 29 districts/cities in Papua Province and for the time series, entity data with the time dimension/period used, namely 2017-2021. The data collection method used in this study is non-participant observation, where the researcher is not involved and only as an independent observer (Gujarati, 2004). Secondary data procedures are collected through library research activities from various sources that are available or accessed. Sarwono (2007) suggests that the first and second stages of a study produce a structural equation system model, so in this study, the equation describes the relationship between the components of government expenditure on education (X1), government expenditure on health (X2), and government expenditure on special autonomy funds (X3), with poverty (Y2) through the endogenous-intervening variable of human resource quality (Y1).

The structural model equation used in this study, can see the indirect effect of government expenditure on regional expenditure, government expenditure on special autonomy funds, and government expenditure on village funds on the poverty rate of human resource quality and through economic growth as shown in reduced form as follows:

Fungsi Persamaan:

$$C = f(X_1, X_2, X_3) \dots \dots \dots (1)$$

$$Y_2 = f (X_1, X_2, X_3, Y_1) \dots\dots\dots(2)$$

Description:

- X1 = Government expenditure on education
- X2 = Government expenditure on health
- X3 = Government Expenditure on Special Autonomy Funds
- Y1 = Quality of Human Resources
- Y2 = Poverty Level

From the function equation above, it can be derived into its non-linear equation as follows:

$$e^{Y1} = \alpha_0 X_1^{\alpha_1} X_2^{\alpha_2} X_3^{\alpha_3} e^{\mu_1} \dots\dots\dots(3)$$

$$e^{Y2} = \beta_0 X_1^{\beta_1} X_2^{\beta_2} X_3^{\beta_3} e^{\beta_4 Y_1 + \mu_2} \dots\dots\dots(4)$$

Furthermore, to get the effect of percentages or ratios to be equal to all variables, X1, X2 and X3 which have not been logarithmized must be logarithmized first so that they can become linear equation functions, becoming:

$$Y_1 = \alpha_0 + \alpha_1 LnX_1 + \alpha_2 LnX_2 + \alpha_3 LnX_3 + \mu_1 \dots\dots\dots(5)$$

$$Y_2 = \beta_0 + \beta_1 LnX_1 + \beta_2 LnX_2 + \beta_3 LnX_3 + \beta_4 Y_1 + \mu_2 \dots\dots\dots(6)$$

4. RESULTS AND DISCUSSION

a. Regression model

To test mediation using path analysis by comparing the indirect effect of X1 on Y2 through Y1 as a mediating variable.

1. Test Results of the Effect of Education Expenditure (X1) on Poverty (Y2) through Human Capital Quality (Y1)

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	51.940	2.445		21.247	.000
	BelanjaPendidikan_X1	2.667E-011	.000	.181	2.197	.030

a. Dependent Variable: KualitasSDM_Y1

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	15.916	1.395		11.411	.000
	KualitasSDM_Y1	-.159	.024	-.483	-6.596	.000

a. Dependent Variable: Kemiskinan_Y2

The test is carried out with the following steps:

Direct Effect

X1 to Y2 = -0.136

Indirect Effect

$$X1 \text{ to } Y1 \text{ to } Y2 = 0.181 * -0.483 = -0.087$$

So it can be concluded from the test results that it is more based on the provisions where the indirect effect is greater than the direct effect, it is stated that Y1 is capable of being a mediating variable. Y1 in this research model mediates the relationship between X1 and Y2. Variable X1 has a positive and significant effect directly on Y2 through Y1.

2. R-Square Test Results Regression Model 1

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.181 ^a	.033	.026	11.12296

a. Predictors: (Constant), BelanjaPendidikan_X1

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.483 ^a	.233	.228	3.25169

a. Predictors: (Constant), KualitasSDM_Y1

The R-Square result of the effect of education expenditure (X1) on poverty (Y2) through human resource quality (Y1) is greater, namely $0.033 (3.3\%) + 0.233 (23.3\%) = 0.266 (26.6\%)$.

b. Regression model 2

To test mediation using path analysis by comparing the indirect effect of X2 on Y2 through Y1 as a mediating variable.

1. Test Results of the Effect of Health Expenditure (X2) on Poverty (Y2) through Human Capital Quality (Y1)

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	48.491	1.965		24.683	.000
	BelanjaKesehatan_X2	4.875E-011	.000	.371	4.784	.000

a. Dependent Variable: KualitasSDM_Y1

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	15.916	1.395		11.411	.000
	KualitasSDM_Y1	-.159	.024	-.483	-6.596	.000

a. Dependent Variable: Kemiskinan_Y2

The test is carried out with the following steps:

Direct Effect

$$X2 \text{ to } Y2 = -0.234$$

Indirect Effect

$$X2 \text{ to } Y1 \text{ to } Y2 = 0.371 * -0.483 = -0.179$$

So it can be concluded from the test results that it is more based on the provisions where the indirect effect is greater than the direct effect, it is stated that Y1 is capable of being a mediating variable. Y1 in this research model mediates the relationship between X2 and Y2. The X2 variable has a positive and significant effect directly on Y2 through Y1.

2. R-Square Test Results Regression Model 1

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.371 ^a	.138	.132	10.50005

a. Predictors: (Constant), BelanjaKesehatan_X2

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.483 ^a	.233	.228	3.25169

a. Predictors: (Constant), KualitasSDM_Y1

The R-Square result of the effect of health expenditure (X2) on poverty (Y2) through economic growth (Y1) is greater, namely $0.138 (13.8\%) + 0.228 (22.8\%) = 0.366 (36.6\%)$.

c. Regression model 3

To test mediation using path analysis by comparing the indirect effect of X2 on Y2 through Y1 as a mediating variable.

1. Test Results of the Effect of Special Autonomous Funds (X3) on Poverty (Y2) through Human Resources Quality (Y1)

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	244.605	43.153		5.668	.000
	DanaOtonomikhusus_X3	-7.236	1.663	-.342	-4.350	.000

a. Dependent Variable: KualitasSDM_Y1

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	15.916	1.395		11.411	.000
	KualitasSDM_Y1	-.159	.024	-.483	-6.596	.000

a. Dependent Variable: Kemiskinan_Y2

The test is carried out with the following steps:

Direct Effect

X2 to Y2 = 0.274

Indirect Effect

X2 to Y1 to Y2 = $-0.342 * 0.483 = 0.165$

So it can be concluded from the test results that it is more based on the provisions where the direct effect is greater than the indirect effect, it is stated that Y1 is not capable of being a mediating variable. Y1 in this research model does not mediate the relationship between X3 and Y2. Variable X3 has a positive and significant effect directly on Y2 without going through Y1.

3. R-Square Test Results Regression Model 1

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.342 ^a	.117	.111	10.62765

a. Predictors: (Constant), DanaOtonomiKhusus_X3

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.483 ^a	.233	.228	3.25169

a. Predictors: (Constant), KualitasSDM_Y1

The R-Square result of the effect of health expenditure (X2) on poverty (Y2) through economic growth (Y1) is greater, namely $0.117 (11.7\%) + 0.233 (23.3\%) = 0.350 (35\%)$.

Discussion

a. Effect of Education Expenditure (X1) on Poverty (Y2) through Human Capital Quality (Y1)

The coefficient value of -0.087 explains that it provides a non-positive but significant mediating effect as evidenced by the significance value of 0.000, this means that the quality of human resources provides a mediating effect between education spending and poverty. The allocation of government spending on education and health is an instrument to improve the quality of human resources, which in turn has an impact on poverty alleviation. Frank and Bernanke, (2007) argue that human capital is a combination of education, experience, training, skills, habits, health, energy, and initiative that affect human productivity. Baharuddin (2016) a person who has high productivity will get better welfare, which can be seen through an increase in income and consumption. The low productivity of the poor can be caused by their low access to education. Adequate education spending improves the quality of education that individuals receive, which in turn improves their skills and knowledge. With higher skills and knowledge, individuals have a greater chance of securing better-paying jobs or creating successful businesses, which can reduce poverty. In addition, quality education also increases work productivity and efficiency, allowing organizations or businesses to grow faster and create more jobs.

The results of this study are in line with the results of research by Brata (2005) showing that government spending on education has a positive effect on human development, the greater the allocation of government spending on education, the better the human development index achieved. However, in contrast, the results of research by Vegirawati (2012), show that direct expenditure cannot predict the human development index which leads to poverty.

b. The Effect of Health Expenditure (X2) on Poverty (Y2) through Human Capital Quality (Y1)

The coefficient value of -0.234 explains that it provides a negative but significant mediating effect as evidenced by the significance value of 0.000, this means that human resource quality provides a mediating effect between health expenditure and poverty. Adequate health spending improves access and quality of health services, which in turn improves the overall health of individuals. Healthy individuals are more productive and able to work more effectively, thereby increasing their income and reducing the risk of falling into poverty. The results of this study are in line with research conducted by Widodo, et al (2011) found that the allocation of public sector government spending and the human development index can affect poverty. as well as the results of research by Dhiya et al (2021), namely that health spending significantly affects the economy which also means that when the economy does not increase, poverty arises. However, the results of this study differ from Omodero's (2019) research on the role of government sectoral spending on poverty alleviation in Nigeria. The regression results show that government spending on education and health has no significant impact on poverty alleviation in Nigeria.

c. Effect of Special Autonomy Fund (X3) on Poverty (Y2) through Quality of Human Resources (Y1)

The coefficient value of 0.274 explains that it provides a positive and significant mediating influence as evidenced by the significance value of 0.000, this means that the Quality of Human Resources provides a mediating influence between the Special Autonomy Fund and poverty. Well-managed Special Autonomy Funds can be used to improve important sectors such as education, health, and skills training. By improving the quality and access to education through the development of educational infrastructure and training facilities, individuals gain skills and knowledge that open up better employment opportunities, thereby increasing their income and reducing poverty. In addition, improving access and quality of health services through the construction of health facilities and public health programs increases productivity and the ability to work, which supports the reduction of the economic burden of disease. Special Autonomy funds can also be allocated for skills training programs that are relevant to the needs of the labor market, increasing individuals' employability and ability for entrepreneurship.

The results are in line with the results of research from Sakinah (2021) which states that special autonomy funds have a significant effect on poverty. It is also supported by the results of Budiratna & Qibthiyyah's research (2020) that the poverty rate is significantly influenced by the receipt of special autonomy funds, an increase in special autonomy funds by 1% can reduce the poverty rate. In contrast to the results of Luthfi's research (2012) found that an increase in special autonomy funds was not followed by an increase in community welfare or a decrease in poverty. Alfiady and Dewi (2019) also researched special autonomy and poverty in Aceh. The results of the study found that practically, special autonomy funds can overcome the problem of disintegration, but special autonomy has not been able to answer substantially the problem, namely handling poverty.

5. CLOSING

Based on the results of the discussion previously described, the conclusions that can be drawn are as follows:

- 1) The quality of human resources provides a significant but not positive mediating effect between education spending and poverty. This means that the quality of human resources acts as a mediator in the relationship between education spending and poverty reduction through various mechanisms. The quality of human resources has a significant but not positive mediating effect between education spending and poverty. This means that although education spending can improve access and quality of education if the quality of human capital remains low, individuals may not be able to make optimal use of that education. For example, they may not have sufficient skills or motivation to apply the knowledge gained in their daily lives or the job market. As a result, the impact of education spending on poverty reduction is not fully realized. Thus, the quality of human capital acts as a mediator in the relationship between education spending and poverty reduction through the mechanism of improving skills, knowledge, and labor productivity.
- 2) The quality of human resources has a significant but not positive mediating effect between health spending and poverty. This means that the quality of human resources acts as a mediator in the relationship between health spending and poverty reduction through various mechanisms. The quality of human resources has a significant but not positive mediating effect between health spending and poverty. This means that although health spending can improve access to and quality of health services if the quality of human capital is low, individuals may not be able to utilize these services optimally. For example, they may not have the knowledge or skills to maintain their health or utilize healthy time to work productively. As a result, health spending is not fully effective in reducing poverty. Therefore, the quality of human capital acts as a mediator in the relationship between health spending and poverty reduction through the mechanism of increasing productivity, health knowledge, and employability.
- 3) The quality of human resources provides a significant and positive mediating influence between special autonomy funds and poverty. This means that the quality of human resources acts as a mediator in the relationship between special autonomy funds and poverty reduction through various mechanisms. Local economic empowerment through small and medium enterprise capital assistance and village development programs increases the competitiveness and economic independence of communities, which in turn increases community income and reduces structural poverty. The use of funds for the construction and improvement of basic infrastructure such as roads and bridges supports mobility, access to markets, and regional economic development, increasing economic activity and reducing poverty in isolated areas. In addition, social welfare programs such as social assistance, housing, and community services help the most vulnerable, reducing social inequality and supporting poverty alleviation. Thus, improving the quality of human capital through effective management of Special Autonomy Funds can significantly reduce poverty by providing better knowledge, skills, and general welfare.

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